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ABSTRACT

Underscoring the importance of newspapers as information sources on social and economic history, this report puts forth a statewide plan to catalog and preserve the newspaper files of New York State. The plan proposes the compilation of a statewide bibliography in two states: a preliminary survey to isolate and preserve files in greatest immediate danger of destruction or loss, and a detailed bibliographic survey combining direct on-site examination of files with systematic searching of available bibliographic resources in order to compile a complete bibliographic record for all titles published in the state. Preservation would be accomplished through a comprehensive microfilming program. The report concludes by delineating the respective roles of federal, state, and local agencies, and lists recommendations for action. Appendices provide a list of state reference and research library systems, a sample holdings report form, sample data collection sheets, sample reference cards, and cataloging worksheets. (FM)

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NEWSPAPERS OF NEW YORK STATE: A STATEWIDE PLAN FOR BIBLIOGRAPHIC CONTROL AND PRESERVATION

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Final Report
of the
Task Force on Newspaper Bibliography and Preservation

The University of the State of New York
The State Education Department
New York State Library
Cultural Education Center
Albany, New York 12230

April, 1981

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ABSTRACT

Newspapers constitute a unique and invaluable source of information on contemporary social and economic history. There are two main problems in conserving this rich resource: the rapid deterioration of newsprint paper, and the lack of adequate bibliographic aids for identifying and locating individual titles and issues. An increasing concern over the deterioration of newspaper files in New York State has resulted in a number of microfilming projects being undertaken independently by local, regional, and state agencies. Efforts to achieve bibliographic control have been few in number and geographically limited. While much has been accomplished, especially during the last ten years, the scattered nature of these projects has highlighted the need for a coordinated approach to newspaper preservation and bibliography throughout the state.

The first newspaper published in New York State was the NEW YORK GAZETTE of 1725. Since that date an estimated 9-10,000 titles have been published. Of approximately 200 newspaper bibliographies identified to date, only 70 deal specifically with New York State. The majority of these are community or regional bibliographies. Larger works, because of their broad focus, do not give adequate depth of coverage to individual states or regions. Gregory's AMERICAN NEWSPAPERS, for example, lists only 3,000 New York titles.

Wood-fiber newsprint, because of its high acid content, is estimated to have a shelf-life expectancy of only 50 years under moderate use. Given that the majority of New York State newspapers have appeared since the 1870s -- when wood-pulp newspaper came into widespread use -- the prospects for long-term retention of newspaper files in their original format are not good. Newspaper microfilming has been shown to be the most cost-effective method of preservation. The total number of New York State newspaper titles either on film, currently being filmed or planned for filming, is approximately 2,500. Allowing for a possible 2,000 titles for which no locations can be found, this leaves an estimated 5,000 titles to be filmed.

Present information indicates that 89 percent of newspaper files in a region are

held by either libraries or historical societies. Although only 11 percent of titles may be in private hands, this is not an insignificant resource, since many of these are unique files.

This plan proposes the compilation of a statewide bibliography in two stages: (1) a preliminary survey designed to identify extant newspaper titles and files around the State, and in particular to isolate and preserve files in greatest immediate danger of destruction or loss; (2) a detailed bibliographic survey combining direct on-site examination of files with systematic searching of available bibliographic resources, to compile a complete bibliographic record for all titles published in the State. In the final stages of the detailed survey, data will be converted to a machine-readable format for entry into a computer data base. The data base will make for easy additions and modifications to the original bibliographic record, and will enable the production of up-to-date specialized bibliographies in a variety of formats and scopes.

The establishment of a comprehensive program for newspaper microfilming is the only practical solution to the long-standing problem of deteriorating newspaper files, It is estimated that such a program will require large-scale funding from Federal, State, local and regional sources. Key elements in the development of a coordinated program are: setting of priorities; technical assistance in the promotion of standards for filming; quality control of the completed films; a secure facility for the storage of positive and negative film; a mechanism for reporting completed projects to appropriate national and/or regional union lists; and, attention to the selective preservation of original materials.

The report concludes by delineating the respective roles of Federal, State regional and local agencies, and makes a series of nine recommendations for action.

PROLOGUE

Newspapers constitute a unique and invaluable source of information on contemporary social and economic history. At the local level they provide a daily account of a community's historical development in all its facets: social, political, economic, religious and cultural. Their daily coverage of national and international news reflects local tastes and interests and at the same time offers a broader perspective on world events than that found in such primary sources as government and legislative records, private correspondence files, and diaries. Newspapers are a rich source of personal and family history, making them particularly useful in the growing field of genealogical research.

New York State newspapers are especially important to the history of the nation. New York has been the base from which millions of people have migrated to other areas. Many of these settlers brought to their new homes the opinions, the social, economic and political institutions, and the life styles which were current in New York at the time of their departure. Since the roots of the history of much of the rest of the country reach back to New York State, the study of New York's state and local history is of more than parochial interest. Its newspapers are a valuable resource in the documentation of this history and must be preserved for the benefit of present and future generations.

There are two main problems in conserving this rich resource: the rapid deterioration of newsprint paper, and the lack of adequate bibliographic aids for identifying and locating individual titles and issues. By their very nature newspapers are difficult to preserve over long periods in their original format. Because of its high acid content, the cheap paper required for the rapid low-cost dissemination of current news bears the seeds of its own destruction. The deterioration of newsprint is exacerbated by inadequate storage, repeated handling and environmental factors. In New York State, access to newspaper collections is limited by a general lack of adequate up-to-date bibliographic records. These bibliographic and preservation problems are further complicated by the fact that newspaper files are scattered across the state in a wide variety of public and private repositories.

An increasing concern over the deterioration of newspaper files in New York State, has resulted in a number of microfilming projects being undertaken independently by local, regional and state agencies. Efforts to achieve bibliographic control have been few in number and geographically limited. While much has been accomplished, especially during the last ten years, the scattered nature of these projects has highlighted the need for a coordinated approach to newspaper bibliography and preservation throughout the state. Such an approach would minimize the potential for duplication of effort, enable the preservation of as complete a file of each paper as possible, and ensure the most efficient use of available resources. A statewide bibliography will facilitate access to and use of newspapers. A statewide preservation program will assure that the newspapers are available when needed.

The report which follows has been developed by the Task Force on Newspaper Bibliography and Preservation to provide a coordinated plan for newspaper projects in New York State. Although bibliography and preservation have been set out sequentially in this planning document, they are in fact not perceived as sequential operations. The plan provides for a dual approach which will bring us closer to the goal of bibliographic control over all of New York's newspaper resources, and at the same time offer some immediate relief for those files in imminent danger of destruction or loss.

The report lays out the statistical background to the plan and assesses the dimensions of the bibliographic and preservation problems. The planning section of the document sets forth immediate and long-range strategies for the establishment of bibliographic control and for the preservation of newspapers, and identifies the roles and responsibilities of local, regional, state, and national agencies in preserving this important resource for posterity.

BACKGROUND DATA

I. THE BIBLIOGRAPHIC PROBLEM

Although an accurate statistical profile of current and retrospective newspaper publishing in New York State is not available, some statistics are needed as a background to the planning documents. The figures in this chapter are based mainly on published industry statistics, and estimates derived from existing regional and national bibliographic sources.

The first newspaper published in New York State was the NEW YORK GAZETTE of 1725. Since that date approximately 9,000 to 10,000 titles have been published.[1] The newspaper industry in New York peaked in 1898, at approximately 1,413 titles. Historically daily papers have been outnumbered five to one by non-dailies (weeklies, bi-weeklies, monthlies, etc.). This ratio is somewhat higher in respect to current publications: of 858 newspapers currently being published only 88 are dailies.

To understand the impact of these figures on planning for a statewide bibliographic effort it is helpful to compare the situation in New York State with that found in other states where bibliographic projects have already been completed. For instance the compilation of a bibliography of Ohio newspapers in which only those titles represented by extant files were listed, required three years. The published bibliography contains listings for 3,500 titles, little more than 1/3 of the estimated total for New York State.[2]

A project recently completed in Iowa more closely resembles that contemplated for New York in that it included non-extant titles and was designed to produce a machine-readable bibliography. The Iowa project identified some 6,000 titles of which about 330 are current publications. Holdings were located for approximately 1/3 of the total. The project report contains some useful conclusions as to the time required to complete projects of this nature:

> The Iowa project was alloted two years to complete the collection of holdings data, the compilation of a publishing history for each title and the transfer of this data to worksheets in a machine readable form. In the two years the Iowa project staff completed the holdings and historical data collection and about one third of the data transfer to worksheets. With the MARC manual for newspapers available to future projects at their beginning, however, it should be possible to complete a state project of comparable size within a two-year period.[3]

On the basis of the estimated number of New York State titles given above, a similar project mounted in New York will take three to four years -- nearly twice the time required for the Iowa project. However, as the report notes, there may be other potentially important variables:

> The time and staff required to conduct other state newspaper projects may be modified to fit the volume of newspaper publishing in a state and the extent and quality of the work that has already been completed. But it is very important to be sure that its understanding of previous bibliographic work is accurate. Checks of ... its own newspaper records may reveal that they are neither accurate nor up to date. Similarly ... knowledge of holdings in the field may be simply a body of folk wisdom. A survey of the possible holding institutions in a sample of towns and counties might be a very enlightening experience.[4]

The Iowa report thus underscores the need for accurate information on the extent and quality of previous bibliographic efforts in the state. Research on published bibliographies is currently underway at the New York State Library and when complete, the results will be published as BIBLIOGRAPHIES AND LISTS OF NEW YORK STATE NEWSPAPERS: AN ANNOTATED GUIDE. Of approximately 200 publications listed to date, only 70 deal specifically with New York State. The majority of these are community or regional bibliographies pertaining to a wide variety of local history source materials. A few early newspaper bibliographies, while geographically limited are excellent for their depth of coverage.[5] Of recent bibliographies, the most comprehensive is the BIBLIOGRAPHY OF NEWSPAPERS IN FOURTEEN NEW YORK COUNTIES by Sylvia Faibisoff and Wendell Tripp (1978). This bibliography covers the fourteen counties served by the South Central

Research Library Council. Other regional bibliographies and union lists have been compiled for Chautauqua, Cattaraugus, Orange, Sullivan, and Ulster Counties, as well as for the northern section of the State.[6] In addition to these already-published works, bibliographies are being undertaken in the regions served by the Western and Southeastern New York Library Resources Councils.

The bulk of existing bibliographic sources for New York Newspapers are national or multi-state in scope. These include standard reference works such as Gregory's AMERICAN NEWSPAPERS, 1821-1936 and Brigham's HISTORY AND BIBLIOGRAPHY OF AMERICAN NEWSPAPERS, 1690-1820, such specialized lists as GERMAN-AMERICAN NEWSPAPERS AND PERIODICALS, 1732-1955: HISTORY AND BIBLIOGRAPHY by Karl J. R. Arndt and May E. Olson (Heidelberg, 1961), newspaper trade directories, union lists, and catalogues of individual library collections.

The local or regional focus of existing New York State newspaper bibliographies fails to account for holdings of a newspaper outside of the area in which it was published. It might be expected that larger national of multi-state lists would fill some of the information gaps left by regional and local bibliographies. Hov ever the larger works, because of their broad focus do not give adequate depth of coverage to individual states or regions. Gregory's AMERICAN NEWSPAPERS, for example, lists only 3,000 New York titles.

These problems highlight the need for a coordinated statewide approach to newspaper bibliography. Such an approach would assure comprehensive coverage without undue regional emphasis in the compilation of holdings data for each title.

II. THE PRESERVATION PROBLEM

As difficult as it is to accurately assess the bibliographic problem in New York State, it is doubly difficult to measure the preservation problem. The variables in this case are fairly easy to identify: number of survivals; condition of files; storage conditions; frequency of use; extent of filming projects already underway or completed; and projected results of future efforts. The New York State Library is currently conducting a survey of newspaper repositories designed to elicit some of these kinds of data. Initially, however,

it is possible to gain some impression of the situation based on existing documents.

The most obvious indication of the extent of the preservation problem in New York State is the fact that a significant number of titles from the past have not survived at all. Approximately twenty percent of the titles identified in the Faibisoff/Tripp bibliography are listed as having "no holdings located."[7] A further forty percent are reported in one location only. These unique files, many of them consisting of only a few issues, are irreplaceable, and their preservation becomes a matter of the highest priority. If these figures hold true for the whole state there are approximately 2,000 unlocated titles, 4,000 titles with only a single location, and a further 4,000 for which files exist in only one location.

Of the papers that have survived in private or institutional collections, many are progressively deteriorating, and will not be available in the future, unless some action is taken. The greatest deterioration has been observed in papers printed on wood-fiber newsprint, first introduced around 1870. Unlike the rag paper which had hitherto been in general use, wood-fiber newsprint is liable to rapid deterioration on exposure to light and air. As early as 1910 Frank P. Hill of the Brooklyn Public Library estimated that the maximum shelf-life of a newspaper was "not likely to exceed fifty years."[8] A 1959 test of book papers for durability used newsprint as a control sample, noting that "newsprint is generally recognized as being the weakest and least durable of all printing papers."[9] Specimens rating lower than newsprint were given a projected shelf-life of 50 years under moderate use.

As part of a series of tests of library materials in 1934 the National Bureau of standards examined specimens of newspapers dating from 1830 to 1900. The papers were tested for their state of preservation, durability and strength in an attempt to "definitely fix the period of use of impermanent newsprint."[10] It was found that, in contrast to papers dating from 1830 to 1876, and manufactured entirely from rag paper, specimens dating from 1869 to 1900 -- those containing the highest percentages of wood fiber -- were the least durable of all specimens tested. Overall the test results indicated

a significant link between the amount of wood fiber present and the rate of deterioration. Later research has shown that the determining factor is not the wood fiber itself, but rather the residual acid left in the paper as a result of the paper-making process.

The implications of these facts for New York State become fairly obvious when one examines the history of publishing in the area. The introduction of the low-cost wood fiber newsprint stimulated a period of growth in newspaper publishing at the end of the nineteenth century. As noted earlier, production peaked in New York in 1898 at 1,413 titles. This was over three times the figure for 1850, and nearly 9 times the 1830 total of 160.[11] The conclusion is inescapable that the majority of newspaper titles published in the state will have a shelf-life expectancy of around 50 years under moderate use.

The environment in which newspapers are stored can dramatically affect their rate of deterioration. Since the natural deterioration of newsprint is accelerated by exposure to such atmospheric conditions as heat, light, humidity, and air pollution, storage in an atmospherically-controlled environment would be a logical first step towards ensuring the preservation of extant files. In the 1930s the National Bureau of Standards tested library facilities around the country, and found that conditions in most were not generally conducive to the long-term storage and preservation of paper. While the majority of stack areas were protected against light, few if any were protected against extremes of heat, humidity or exposure to air pollution.[12] While many newer buildings provide much improved temperature and humidity controls, the damage wrought by years of poor storage, heavy use, and increased air pollutants, continues to make newspaper files an endangered species.

In the first decades of the present century librarians sought practicable ways of arresting the deterioration of newsprint. Options for the preservation of newspaper files include: improving the quality of the paper; deacidification of the pages through chemical means; lamination of individual pages; and, content preservation through microfilming. The various chemical and mechanical means of preservation have generally been found to be too costly to be practical. Attempts were made early on to persuade newspaper

publishers to produce a limited edition of each paper on high quality rag fiber stock for preservation and for sale to subscribing libraries. This effort met with only limited response, primarily because of the controlling factor of economics, and currently there are no such editions being published. Even if this approach had been more generally successful, it would not have ensured the preservation of retrospective newspaper files.

Microfilming has a number of advantages over other preservation options: microfilm copies are dramatic space savers; under average atmospheric conditions microfilm is generally much less liable to deterioration than newsprint; and an infinite number of positive copies can be generated from a single master negative. In short microfilm solves most or all of the problems attendant upon the storage of newspapers by eliminating the need for such storage. It represents a step beyond arresting or slowing the inevitable deterioration of the original copy, approaching the problem from a completely different standpoint -- that of content preservation.

Although newspaper microfilming (properly done) is expensive, it has been shown to be cost-effective, compared with other preservation alternatives. In 1964 the Association of Research Libraries (ARL) investigated alternatives for the preservation of deteriorating library materials. One of the methods considered involved the spray deacidification of books in combination with a program of selective microfilming to replace badly deteriorated items. It was found that the cost of chemical preservation and partial replacement, when combined with the storage costs involved, amounted to approximately $2.00 more per volume than the cost of comprehensive replacement by microfilming.[13]

Approximately 200 New York State newspaper titles were available on film in 1949.[14] No accurate data exist as to the number currently on film but it would appear that the current total is approximately 2,000.[15] The number of ongoing or projected filming efforts within the State is estimated at 50-75 titles. In addition, the Readex Microprint Cooperation, in association withe the American Antiquarian Society of Worcester, Massachusetts, is engaged in a project to film all American Newspapers published up to 1820. When complete this will add a further 450 New York State titles to the total. The total number of New York State newspaper titles either on film, currently being filmed, or planned for filming, may be estimated at approximately 2,500. Allowing

for a possible 2,000 titles for which no locations can be found this leaves an estimated 4,000 to 5,000 titles not on film.

It is impossible to say at this point how the individual titles which remain to be filmed may be ordered in terms of priority for preservation efforts. Such a determination can only follow a preliminary survey of extant files which will help identify those which are unique or rare and/or in the greatest immediate danger of loss because of condition or use. Indications are that the majority of papers remaining to be filmed are weekly papers from non-urban areas of the State. Major urban newspapers are, in many cases, currently being filmed on an ongoing basis by commercial microfilm vendors for sale by subscription. As well there are a number of locally directed filming efforts undertaken by town libraries and/or local and regional library systems. There is a need for a central clearinghouse for information on microfilming projects around the State. Such information is essential to planning for future preservation efforts in a statewide context.

III. THE LOCATIONS OF EXTANT FILES

Experience in previous bibliographic surveys in New York State and elsewhere has shown that newspaper holdings may be found in a variety of locations, but that certain institutions are more likely than others to hold newspaper files. The fourteen county project in the South Central region listed extant newspaper files in 182 locations. These locations are broken down by type in Table I, below.

Type of Location	Number of Locations	Percentage of Total
Libraries	88	47%
Newspaper Publishers	36	19%
Private Collectors	32	18%
Historical Societies	20	11%
Others[16]	6	4%

Table I: Locations of newspaper files in the South Central Region, by type of location.

The numbers of titles held in each location are not available, but it is possible to reach some conclusions by applying the following general assumptions. Newspaper offices generally collect back files of their own publications. With few exceptions this would mean one or two titles in each case. Assuming then, that an estimated 60 titles are located in newspaper publishing offices, this accounts for approximately 6 percent of the total number of titles located. Private collectors, for the most part hold only one title, as do most of the locations listed in the "other" category, in Table I. Together these categories may account for only 40-50 titles: the higher figure would represent only 5 percent of all titles located. Based on these assumptions concerning private collections, newspaper office files, and miscellaneous sources, 89 percent of the extant newspaper files in the region are held by either libraries or historical societies.

Although only 11 percent of the titles listed in the Faibisoff/Tripp bibliography may be in private hands, this is not an insignificant resource, since many of these are unique files. It should also be remembered that the best conditions for permanent retention are likely to be found in libraries and historical collections, whereas the greatest potential for loss or destruction exists in private collections.

IV. ORIGINS OF THE PRESENT PLAN

In May 1979 a one-day conference on newspaper bibliography and preservation was held at the State Library in Albany. Representatives from libraries, archives, historical associations, and newspaper publishers throughout New York State met to assess developments and problems in preservation and bibliography and to begin planning for a renewed statewide effort in these areas. Special invited guests included representatives of the National Endowment for the Humanities (NEH), the Library of Congress and the United States Newspaper Project.[17] Their presence enabled participants to consider New York State's needs and achievements in the light of national developments. Furthermore they strengthened the participants' understanding of the fiscal and technical support that is available at the federal level for state-initiated projects, and the kinds of statewide activity that may be expected to qualify for that support.

At the close of the May meeting a resolution was passed unanimously designating the State Library as the agency responsible for coordinating statewide newspaper projects,

and calling for the establishment of a task force to develop a statewide plan. In fulfillment of its obligations, the State Library assembled the present task force and established a position of Newspaper Project Coordinator.

The membership of the task force includes representatives from State, regional and local library systems in New York, as well as from historical societies and newspaper publishers. An effort has been made to develop a plan which reflects the interests of these groups and of others who share their concern for the preservation of and access to the State's newspaper resources. The implementation of the plan will be coordinated by the State Library, and will be carried out on a regional basis with coordination in each region being supplied by the nine research library councils (Appendix A). Support for the statewide initiative will be required from a variety of sources at the regional and local levels, including town and county historians, genealogists, historical societies and heritage groups, local libraries and library systems, educators, scholars and newspaper publishers.

Although this plan is the work of the current task force, it is important to realize that in many ways it is the logical outcome of earlier newspaper projects across the State. Efforts towards statewide coordination of newspaper preservation and bibliography date from 1973, when the Statewide Committee on the Preservation of Newspapers was established under the auspices of the New York State Library.[18] This group included representatives from the Office of State History, historical societies, libraries and newspaper publishers. The committee issued a report which emphasized the exceptional value of newspapers for a variety of research purposes, and recommended the compilation of a statewide bibliography and union list in conjunction with a vigorous program of retrospective newspaper microfilming. Support for the bibliography was sought from the National Endowment for the Humanities. At the time, however, the NEH did not have an established program for the support of newspaper projects, and had serious reservations concerning the level of funding proposed for the project. For these and other reasons the Committee's grant application to NEH was rejected.

From 1975 to 1977 a number of projects were undertaken independently by local and regional library agencies. For the most part these projects focused on preservation, reflecting the serious concern of agencies around the State over the rapid deterioration of newspaper files. As noted above, however, there have been some regional and local bibliographic efforts, leading, in one case, to the publication of a major comprehensive bibliography covering the South Central Region,[19] and in other areas to the publication of several smaller union lists and bibliographies.

During this period the State Library was engaged in projects to preserve its own newspaper holdings through a comprehensive microfilming program. For some time the State has also participated in local microfilming projects through a cost-sharing program, in which the State provides up to 1/3 of the cost of filming, the remainder being provided by the other participants. The State Library's involvement in these projects has introduced a certain amount of coordination, and has contributed to the adoption of uniform standards for such microfilming projects.

In 1977 and again in 1978, the State Library applied to the NEH for financial support for newspaper projects. The first grant application sought funding for a project to microfilm local New York State newspapers from 1820 to 1976, and was turned down by NEH which holds the view that filming must follow sequentially the establishment of bibliographic control over the state's newspapers. The 1978 application was for $78,185 to fund a bibliographic project in 23 New York State Counties. A decision on this application is being withheld pending the release of the NEH guidelines for projects in newspaper bibliography and preservation, at which time it will be returned for revision in accordance with the guidelines.

The prospect of large scale federal funding for newspaper projects in New York State, and the largely sporadic nature of such projects in recent years indicated a need for a more concerted statewide effort. This led to the calling of the May 4 conference which resulted in the establishment of the task force and the drafting of the plan which follows.

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REFERENCES

1 This total includes both extant and unlocated titles, and is estimated on the basis of figures compiled from Winnifred Gregory's AMERICAN NEWSPAPERS 1821-1936 (New York: Kraus Reprint, 1937) and a recently compiled BIBLIOGRAPHY OF NEWSPAPERS IN FOURTEEN NEW YORK COUNTIES by Sylvia Faibisoff and Wendell Tripp (Cooperstown and Ithaca, 1976). The latter bibliography lists approximately 1200 titles from the 14 counties represented by the South Central Research Library Council. Gregory located nearly 400 from the same region, or 1/3 of the total. If the same 3 to 1 ratio can be applied to the 3,000 titles listed by Gregory for the entire state, this gives a total of 9,000 titles statewide, to which can be added 475 pre-1820 titles identified in Clarence S. Brigham's HISTORY AND BIBLIOGRAPHY OF AMERICAN NEWSPAPERS, 1690-1820 (Worcester, Mass., 1947).

2 Stephen Gutgesell, ed. GUIDE TO OHIO NEWSPAPERS, 1793-1973 (Columbus: Ohio Historical Society, 1974).

3 A MANUAL FOR NEWSPAPER BIBLIOGRAPHIC PROJECTS: THE FINAL REPORT OF THE IOWA PILOT PROJECT OF THE UNITED STATES NEWSPAPER PROJECT (Iowa City and Washington, D.C., 1978), p. 1.

4 Ibid., p. 2.

5 See, for example, Frank H. Severance, "The Periodical Press of Buffalo," PUBLICATIONS OF THE BUFFALO HISTORICAL SOCIETY, 19(1915), 179-280; Louis H. Fox NEW YORK CITY NEWSPAPERS, 1820-1850: A BIBLIOGRAPHY (Chicago: Chicago University Press, 1927).

6 James R. Halpin, UNION LIST OF NEWSPAPERS OF ORANGE, SULLIVAN, AND ULSTER COUNTY PUBLIC LIBRARIES (Newburgh: Newburgh Free Library, 1973); Leslie R. Morris and Yvonne Wilensky, A BIBLIOGRAPHY OF NEWSPAPERS IN TWO NEW YORK STATE COUNTIES (s.l., 1976); G. Glyndon Cole, ed. HISTORICAL MATERIALS RELATING TO NORTHERN NEW YORK: A UNION CATALOGUE (2d. ed. Canton, N.Y.: North Country Reference and Research Resources Council with the Adirondack Museum, 1976).

7 This is in contrast to the results of the Iowa project which located holdings for only about 1/3 of the known titles. The difference may be explained by the fact that in Iowa surveys were limited to institutional repositories, whereas a variety of sources (including private collections) were systematically investigated in the South Central Region.

8 Frank P. Hill, "The Deterioration of Newspaper Paper," THE LIBRARY JOURNAL 35 (1910), p. 299.

9 R.W. Church, ed. DETERIORATION OF BOOK STOCK: CAUSES AND REMEDIES (Richmond, Va.: Virginia State Library, 1959), pp. 14-15.

10 B.W. Scribner, "Preservation of Newspaper Records," PAPER TRADE JOURNAL, 99:14(October 4, 1934), pp. 31-35.

11 S.N.D. North, HISTORY AND PRESENT CONDITION OF THE NEWSPAPER AND PERIODICAL PRESS OF THE UNITED STATES (Washington, 1884).

12 A.E. Kimberly and J.F.G. Hicks, Jr. A STUDY OF THE STORAGE CONDITIONS IN LIBRARIES RELATIVE TO THE PRESERVATION OF RECORDS (Washington, 1932).

13 Association of Research Libraries. Committee on the Preservation of Research Library Materials. THE PRESERVATION OF DETERIORATING BOOKS (Richmond, Va., 1964).

14 Association of Research Libraries. NEWSPAPERS ON MICROFILM: A UNION CHECKLIST (Philadelphia, 1948).

15 Estimated on the basis of entries in U.S. Library of Congress. NEWSPAPERS IN MICROFORM: UNITED STATES (Washington, 1973; rev. 1977), and microfilm projects reported to the New York State Library.

16 Includes churches, courthouses, town and county offices, museums, etc.

17 A summary of the proceedings of this conference was published by the New York State Library in November of 1979.

18 Concern over the problem of deteriorating newspaper files, can be traced back much further than this, however. For instance in 1910 Frank P. Hill, then Brooklyn Public Librarian addressed the American Library Association on "The Deterioration of Newspaper Paper." His address prompted the formation of a special A.L.A. committee to study the problem and investigate possible solutions. See, THE LIBRARY JOURNAL, 35 (1910), pp. 299-301.

19 Faibisoff and Tripp, BIBLIOGRAPHY OF NEWSPAPERS IN FOURTEEN NEW YORK COUNTIES (1978).

A PLAN FOR BIBLIOGRAPHIC CONTROL

The compilation of a statewide newspaper bibliography has, as its major goal, the establishment of bibliographic control over extant newspaper holdings in New York State. This will facilitate access to these newspaper resources and contribute to their preservation for future use. A secondary function of the bibliographic project will be to assemble a body of data which will contribute to the study of New York's newspaper publishing history.

In New York there exists only one recent comprehensive newspaper bibliography, covering the fourteen counties served by the South Central Research Library Council.[1] The success of this project ably illustrates the value of such bibliographic surveys. The South Central bibliography provides a unique record of local publishing history and serves as a convenient location guide to approximately 1100 newspaper titles in 182 locations. Thus a researcher wishing to locate a given title in the region need only consult a single bibliographic tool to find it. As well, the South Central project provides a solid basis for a planned preservation program, which proceeds in a logical manner according to a set of well-defined priorities. It allows accurate monitoring of the preservation program's progress against the amount of work remaining to be done.

As noted earlier, other regions have produced bibliographic surveys in recent years and others are planned, but none, to date, are as comprehensive as that carried out in the South Central Region. All of the recent bibliographies, including the South Central project, are limited to titles and/or holdings of a single geographic region. The statewide effort, contemplated in this plan, allows the cross listing of holdings and titles from all areas of the state.

The compilation of a statewide newspaper bibliography will take place in two stages: (1) a preliminary survey designed to identify extant newspaper titles and files around the State, and in particular to isolate and preserve those files in greatest danger

of destruction or loss; (2) a detailed bibliographic survey, combining direct on-site examination of files with systematic searching of existing bibliographic resources, to compile a complete bibliographic record for all titles published in the State. In the final stages of the detailed survey, data will be converted to a machine readable format for entry into a computer data base. The data base will make for easy additions and modifications to the original bibliographic records, and will enable the production of up-to-date specialized bibliographies in a variety of formats and scopes.

Entries in the completed bibliography will contain as many of the following elements as possible: newspaper title; frequency of issue; place of publication; changes of title; editors' and publishers' names; political affiliation; special subject and/or language grouping; address of publication; format (i.e., physical dimensions); subscription price and circulation; locations and holdings.

The bibliographic project is intended to be conducted on a region-by-region basis. It is recognized that there is a great disparity among the various regions of New York in terms of needs and accomplishments in the bibliographic control of newspapers. Under the present plan each participating region will be integrated into the project at whatever stage matches its particular needs and accomplishments. Initial field surveys will be carried out in one or more regions as a pilot project. The results of the pilot project will provide the basis for further refinements to the plan prior to its implementation in other areas.

The State Library will be the lead agency in coordinating statewide newspaper activities. In each of the nine regions the Reference and Research Library Councils will coordinate data collection. Cooperation throughout will also be sought from the State's Office of Historical and Anthropological Services, from historians and historical societies at the regional and local levels, and from newspaper publishers and regional publishing groups and associations. In addition the project will be advertised as widely as possible in order to attract the attention of private collectors who may posess unrecorded newspaper files.

I. PRELIMINARY SURVEY.

The preliminary survey of extant newspaper files in New York State is intended to accomplish the following: identify newspaper repositories; identify titles and list holdings in each location; identify those titles in greatest immediate danger of destruction or loss; microfilm endangered files, preparatory to the detailed survey.

As far as possible the preliminary survey will be carried out by direct mail, using a survey form similar to that shown in Appendix B. New York State Library is currently surveying academic and public libraries, historical societies and similar groups to identify newspaper repositories and obtain an estimate of the numbers of titles held by each. Bibliographic survey forms will be mailed to those institutions reporting newspaper holdings. Completed forms will be returned to the State Library where they will be assembled and sorted by place of publication and newspaper title. The only exception to this procedure will be in the case of repositories holding 100 or more titles. Because of the difficulty of completing a separate form for each title in such large collections these repositories will be asked only to list the number of titles and the approximate numbers of volumes involved.

Based on factors of need, level of prior achievement, and response to the direct mail survey the pilot region(s) will be chosen to test the following methodology for completing the preliminary survey. The Reference and Research Councils in the pilot regions will be asked to supplement, where possible, the list of known newspaper repositories identified in the direct mailing, and in particular to aid in locating private collectors. The councils will be asked to complete preliminary holdings forms for these additional repositories and also to survey the holdings of institutions housing 100 or more titles. This work on the part of the Reference and Research Library Councils will be funded under the project budget, thus enabling councils to hire the necessary staff to complete the preliminary survey.

The final stage in the preliminary survey will be the filming of those files considered too fragile to be handled in the detailed survey. Selection of files to be filmed will be based on the recommendations of the newspaper repositories concerned. Collation

and preparation of the files for filming will be carried out in the location where the files are held, with technical advice and assistance from the Reference and Research Library Council and the State Library. Filming shall be carried out in accordance with the Library of Congress specifications for newspaper microfilming.

The major benefit of the preliminary survey is that it provides a minimum level of information for all regions, as a basis for the more detailed survey which follows. The microfilming of badly deteriorated files will assure that all extant newspaper resources are available for future bibiliographic work, and that in these urgent cases some action is taken to preserve surviving issues against further deterioration. The completion of the preliminary survey in the pilot region(s) will provide the necessary data for modifying and refining the present plan prior to its implementation in other regions. It will also provide accurate information concerning the budget required to complete such a project in a single region. Funding efforts can thus be more closely matched to project requirements.

The completion of the preliminary survey as a pilot project clears the way for similar efforts to be undertaken in other regions as resources permit. As already noted all areas need not necessarily carry out the project in all its stages. If, for example, a given region posesses a body of data which can be taken as the equivalent of a preliminary survey, it should be possible to move directly to microfilming of endangered files in that region.

Data gathered in the preliminary survey will serve as a basis for the next step: a detailed survey of extant files involving direct on-site examination of the newspapers by data collectors. It may be possible to commence this survey using stable newspaper files, even as the preliminary filming of endangered files is being completed. This can be tested in the pilot region(s). In any case, as with the preliminary survey, the entire methodology for carrying out the detailed survey will be tested in the pilot region(s) before being tried in other areas.

II. THE DETAILED SURVEY.

The detailed bibliographic survey will utilize information compiled in the preliminary survey, as a basis for an issue-by-issue check of extant newspaper files. Coordination

at the state level will be supplied by the State Library, and at the regional level by the participating Reference and Research Library Councils. The survey will be carried out by data collectors, hired and trained at the State Library, and supplemented as necessary by paid or volunteer staff recruited in the regions.

Data collectors will examine each extant newspaper file, and record the following bibliographic information: newspaper title; place of publication; title changes; issue frequency; inclusive dates of publication; political affiliation, if obvious; business address; physical dimensions; subscription price and circulation; figures; names of publishers, editors and printers. Concerning the file itself the data collectors will make a record of each issue present, assess the overall condition of the file and indicate the binding status, storage conditions, access requirements, and microfilming status of the file.

This information will be recorded by the data collectors on data collection sheets similar to the example shown in Appendix C. Information collected in the field will eventually be merged and transferred to summary sheets producing a single bibliographic record for each title. As part of their training, collectors will record additional bibliographic and historical data from existing published bibliographies, union lists, trade directories, local and regional histories. This data will eventually be used to supplement and/or verify data from field surveys. Bibliographic summary sheets will be microfilmed immediately as the first direct product of the survey, and as a security copy. At a later stage information will be converted to a machine readable format and added to a computer data base. The data base can be used for the publication of the bibliography in standard book format or in Computer Output Microfiche (COM) format, and will allow for the continuous updating of holdings data.

The detailed bibliographic survey will be coordinated at the State level by a project coordinator, and at the regional level by participating council directors. As previously noted, the project will first be tried in a pilot region or regions, and modifications, based on the experience gained in the pilot project will be made to the plan before it is extended to other regions. Funding will be sought at all levels, but it is expected that major funding will come from federal sources. An application from the State Library for a 23-county

bibliography project is presently under consideration by the NEH. If approved, this project, or some portion of it, may serve as the pilot project for the statewide effort.

The detailed survey will take place in three phases:

(1) Recruiting and training. The State Library will publicize the availability of the positions of project coordinator, data collectors and clerical support staff. The Reference and Research Library councils will publicize the project in their regions. The State Library will prepare and make copies of a detailed instruction manual for use by the data collectors. Training of data collectors will take place at the State Library. In addition to specific instruction in the requirements of the survey and the methods and standards of data collection, data collectors will, as part of their training, compile bibliographic information from published bibliographies and union lists as well as from narrative sources such as county histories. Information from these sources will be recorded on survey forms such as the 5"x8" sample form shown in Appendix D. This compilation from printed sources will serve as the basic bibliographic record for non-extant titles. As well it will supplement and/or verify information on files located in the field.

Additional project staff may be required to survey holdings in regions where there is a large volume of newspapers to examine. Such staff may be voluntary or paid, and will be recruited from within the regions concerned. Training and supervision of supplementary staff will largely be the responsibility of the data collectors, and the Reference and Research Library Councils, although some training may be required at the state level.

(2) Field Data Collection. On-site data collection will constitute the heart of this survey. Data collectors supervised by the project coordinator and the regional council directors, and assisted, where necessary, by additional collection staff, will visit newspaper repositories and make an actual physical examination of newspaper holdings in each location. Bibliographic information and holdings data from each file will be recorded on data collection sheets (Appendix B). The project coordinator will check the forms for accuracy and completeness, and will sort through completed forms bringing together these which record the same title in different locations.

(3) Editing and Publication. When field data has been assembled and organized by place of publication and newspaper title, the information recorded from holdings surveys, and published sources can be edited and summarized to produce a single bibliographic record for that title. The sample cataloguing worksheet in Appendix E shows how holdings data can be condensed. Bibliographic summary sheets can be microfilmed to provide the first direct product of the survey, and also to provide a security copy of the finished record.

Completed bibliographic information will be converted to a machine readable format and added to a computer data base. Either a national data base such as CONSER, or a regional one such as the proposed New York State serials data base can be used. A draft manual for cataloguing newspapers in a machine readable format has been prepared by Elaine W. Woods under the auspices of the Library of Congress and the United States Newspaper Project. Using this manual it is possible to generate a bibliographic record which can be input into a central data base such as the CONSER project. A final version of the manual is now being readied for publication.

A number of options exist for further publication of bibliographic and location data once it is available in a computer data base. If a national data base is used, a New York State master tape is recommended. This was done in Iowa with favourable results:

> The Iowa project decided to create a master computer tape of the newspaper data for local bibliographic use though it also has the capability of entering the data into a national data base fairly easily. The advantage of a local master tape is that it allows the project, or the sponsoring institution, after the project is completed to generate specialized and general newspaper bibliographies in either a printed form or in printout to answer specific reference questions. Given an adequate search capability, an institution will be able, for example, to generate bibliographies of the foreign language press by language, special interest newspapers by categories, all newspapers published in a given town or county during a given year or period of years, or only those newspapers with holdings for any of the above examples.[2]

Using systems already available at the State Library, a master tape could be converted into microfiche copy, published in paper or book form, or be made available on-line.

Records could be updated at regular intervals providing continuous coverage of the progress of filming projects, and allowing accurate bibliographic control of extant newspaper holdings.

Once the bibliographic project has been completed in the pilot region(s) it can be extended to others either one-by-one or, if funding permits, as a statewide effort. It is important, however, that the needs and prior achievements of each region be considered separately so as to avoid duplication of previous efforts, and to enable the efficient use of available resources. The completion of a detailed bibliography and location guide to New York State newspapers should provide improved access to extant newspaper files, and provide the basis for a coordinated statewide microfilming program.

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A PRESERVATION PLAN

The establishment of a comprehensive program for newspaper microfilming is the only practical solution to the long-standing problem of deteriorating newspaper files. Such a program will assure that New York State's extant newspaper resources will be preserved for the benefit of future generations of historical researchers.

A significant start has already been made on such a preservation program. Over 1750 New York State titles are listed in NEWSPAPERS IN MICROFORM: UNITED STATES, and the May 1979 New York State Library Conference on Newspaper Bibliography and Preservation heard reports on current microfilming projects from seven of the nine reference and research regions. This level of interest and activity among regional and local agencies underscores the need for statewide coordination -- to avoid duplication of effort, to insure the most efficient use of available resources, to encourage adherence to standards, and to provide technical assistance and support to local efforts.

In recommending the adoption of a coordinated approach to newspaper microfilming, the Task Force is not suggesting that all such efforts should be centralized. This preservation plan is seen as a continuation of existing efforts, adding a new coordinative mechanism which will assist local and regional agencies.

An effective statewide plan for newspaper preservation involves certain key elements. First of these is adequate funding. It is expected that a comprehensive statewide microfilming project will require large-scale funding from federal, state, local and regional sources. It is unlikely that all of the required funding can be supplied by any single source. Shared-cost programs which provide incentives to obtain matching funds from other sources, constitute a model which should be developed and extended.

It is also unlikely that all of the funds required to carry out such a preservation program will be available at one time. For that reason, the preservation plan, unlike the bibliographic plan, is not presented as a series of strictly sequenced activities. Except for those titles which require microfilming before they can be listed in the bibliographic

survey, preservation microfilming is seen as a continuous activity, that may precede, accompany or follow the implementation of the bibliographic plan. Data gathered in the bibliographic surveys will help to identify those titles in need of filming, and will assist in locating the most complete files, and in finding missing issues.

An essential factor in locating funding sources, and generating support for newspaper microfilming, will be a vigorous public relations campaign, stressing the importance of newspapers as historic artifacts and scholarly resources, and the need for urgent action to preserve extant files.

Key elements in the development of a coordinated program are: setting of priorities; technical assistance in the promotion of standards for filming; quality control of the completed films; a secure facility for the storage of positive and master negative film; a mechanism for reporting completed projects to appropriate national and/or regional union lists; and, attention to the selective preservation of original materials. Each of these topics is dealt with in the pages that follow.

(1) Priorities for microfilming

An important consideration in implementing a preservation program is to decide which titles to film first. Decisions based on such factors as the value of each title for historical or social research are impractical since the needs of researchers are apt to vary. This plan, therefore, assumes that all newspapers are potentially significant as research resources. The following priority order is suggested for the filming of newspapers in New York State:

(a) Newspaper files judged to be too fragile to handle. Participants in the preliminary bibliographic survey will be asked to indicate those files which are so badly deteriorated that they should not be handled before being filmed. Such files are logically the highest priority for microfilming under the present plan. The filming of such badly deteriorated titles is a necessary prerequisite to the completion of the detailed bibliographic survey, which requires an actual physical check of extant newspaper files.

(b) Newspapers published from 1870 to the present. A major contributor to the deterioration of modern newsprint is the high residual acid content left in the

paper as a result of the papermaking process. It is generally recognized that this wood fiber newsprint -- which came into widespread use around 1870 -- is much more fragile, and has a much shorter shelf life than the rag fiber papers which had hitherto been in general use. Therefore, newspaper files from 1870 to the present will receive the next highest priority for preservation once files in advanced stages of deterioration have been filmed.

(c) Current titles. Newspaper storage, deterioration and preservation will continue to be problems even after retrospective microfilming has been completed, unless measures are taken to preserve current papers as they are published. A preservation program for current publications will require the cooperation of repositories, newspaper publishers, and commercial microfilm vendors. The 1979-80 catalog of one commercial vendor lists 90 New York State newspapers currently available on subscription. Efforts should be made to interest newspaper publishers and microfilm vendors in publishing microform editions of all current titles. Publishers would benefit from such a program which would provide them with a permanent backfile, and reduce storage costs.

For those papers where there is not sufficient market incentive to make microfilming commercially viable, alternate sources of funding should be considered to permit filming by libraries and other non-profit agencies.

The advantages to both librarians and commercial interests in filming current newspapers are fairly obvious: collation, targetting, and locating missing issues, etc. will be relatively simple; papers will be in good condition requiring fewer repairs at the time of filming; and, finally, microfilm is easier to store than hard copy newspapers.

(d) Papers published from 1820-1870. A project to film the earliest American newspapers -- all those published up to 1820 -- is currently being carried out by the Readex Microprint Corporation in conjunction with the American Antiquarian Society. Papers from 1820 to 1870 will generally be in good condition, and will consequently be assigned a low priority in the current filming effort.

Within these broad groupings priority for individual titles and files will be decided on the basis of a number of factors including age, condition, storage conditions, availability of copies, and access requirements.

(2) Standards and quality control

To ensure a uniform quality in microfilm produced under this plan, filming will conform to the specifications set by the Library of Congress in SPECIFICATIONS FOR THE MICROFILMING OF NEWSPAPERS (1973 edition). These specifications provide guidelines for all aspects of the microfilming operation from the collation and preparation of the file through to the processing and inspection of the completed film.

Separate contracts will be let to independent agencies for the quality control inspection of completed films.

(3) Storage of the Microform Copies

The task force recommends the establishment of a secure central repository for the storage of negative microfilms produced under this plan. The repository should provide proper environmental conditions for the archival storage of microfilm. It is possible that an existing facility such as the State Records Center in Albany can be adapted to this purpose. The State Library will locate the best available facility for the archival storage of negative microfilm.

(4) Reporting of Completed Filming Projects

A record of completed filming projects will be kept at the State Library and used to periodically update the bibliographic data base described in the previous chapter. The State Library will undertake to report completed films to NEWSPAPERS IN MICROFORM: UNITED STATES.

(5) Selective Preservation of Originals

Once the content of a newspaper has been preserved on film, the primary need for the retention of back files in original format will be eliminated. Rather than discard back files completely, however, it may be desirable to institute a program for the retention of selected original issues for their value as historical artifacts. Issues could be selected to cover the entire history of a newspaper showing how its format changed over the years. Commemorative issues, marking special community events, or newspaper anniversary

dates might also be selected for preservation. Ideally a central repository can be designated to house the sample issues. For maximum shelf life these papers would be chemically deacidified and stored in acid-free containers in an environmentally controlled storage facility.

The bibliographic project outlined in the previous chapter provides the basis for a coordinated comprehensive microfilming project. The completion of this microfilming in conjunction with a program for the selective preservation of original format newspapers, will ensure that both the content and the form of New York State's newspapers are preserved for posterity.

ROLES OF FEDERAL, STATE, REGIONAL AND LOCAL AGENCIES

The establishment of effective bibliographic control over New York State's newspaper resources, and the implementation of a program for the systematic replacement of original format newspapers with microfilm copies will require the participation of agencies and individuals at all levels -- federal, state, regional and local. It is important to the success of the programs contemplated in this plan that the specific roles and responsibilities of agencies at each level be clearly delineated.

I. FEDERAL AGENCIES

Agencies at the federal level have an important role to play in the adoption of uniform standards for newspaper bibliography and preservation programs. A draft manual for the bibliographic description and cataloguing of newspapers has been prepared by Elaine Woods under the auspices of the Library of Congress and the United States Newspaper Project. The manual, designed to enable the production of records in either manual or machine-readable form, is presently being revised for publication. In addition LC has published specifications for newspaper microfilming.[1] Presently the State Library requires that all state-funded filming efforts be carried out according to these specifications. In addition to publishing specifications and technical manuals, LC plans to offer a series of workshops in newspaper bibliography and preservation techniques.

It is expected that federal agencies will play a major part in the funding of projects under this plan. The National Endowment for the Humanities (NEH), the agency responsible for the United States Newspaper Project, is presently seen as the major potential source of federal funding for state-initiated projects. The NEH is currently revising its draft guidelines for projects in newspaper bibliography and preservation, and will be in a position to begin funding projects as soon as the guidelines are issued. NEH support will include both outright grants and gifts-and-matching funds. Whether or not additional funding may be available through other federal programs remains to be seen.

II. THE STATE LIBRARY

The New York State Library will serve as the principal coordinating agency for activities under the statewide plan, and will administer all federal and state funds for newspaper projects. The library will establish a clearinghouse for information on newspaper projects at all levels. It will continue through its cost-sharing programs to assist local preservation efforts around the State.

Under the bibliographic phase of the plan the State's specific responsibilities are as follows:

- To conduct a preliminary bibliographic search by mail, on order to locate extant holdings and identify those in immediate need of preservation through microfilming.
- To circulate lists of repositories identified in the direct mail survey to the appropriate Reference and Research Library Councils, with requests for additional data. To assist, where possible, in the compilation of preliminary holdings data from larger repositories (those holding in excess of 100 titles).
- To consult with the Reference and Research Library council in each region regarding the microfilming of "endangered" or badly deteriorated files.
- To organize preliminary holdings reports by location and title preparatory to detailed on-site examination of each file.
- To hire and train bibliographic data collectors.
- To assemble detailed holdings reports; to consolidate and edit survey data to create a single bibliographic record for each title.
- To microfilm bibliographic summary sheets as a security measure and as the first draft product of the survey.
- To convert bibliographic records to a machine readable format; to publish bibliography.

Under the preservation plan the State's role is as follows:

- To maintain a current record of ongoing and projected filming efforts.

- To assist regional councils in setting priorities for local filming.
- To publicize statewide preservation efforts and to promote the participation of local newspaper repositories.
- To publicize and assist in the implementation of Library of Congress Standards for the microfilming of newspapers.
- To contract with commercial microfilm vendors for the filming of newspapers in cases where local arrangements cannot be made.
- To arrange with independent agencies for the quality control inspection of the completed film.
- To arrange for the archival storage of master negative microfilm copies; to arrange the distribution of positive copies of participating agencies.
- To report completed filming projects to NEWSPAPERS IN MICROFORM: UNITED STATES.

III. THE REFERENCE AND RESEARCH LIBRARY SYSTEMS

As presently constituted, both the bibliographic and preservation phases of the statewide plan depend heavily on the participation of the nine regional Reference and Research Library Systems. The regions will form the basic organizational unit for the collection of bibliographic data, as well as for the statewide microfilming effort. The councils will provide planning and coordination at the regional level, and act as a channel for the flow of information to and from the local repositories. They will publicize project activities in their respective regions, and encourage and assist the participation of local repositories, both public and private. The Reference and Research Library Councils will also seek local and regional funding.

The specific contributions of participating councils in the bibliographic survey will be:

- Locating repositories not picked up in the direct mail survey.

• Completing the collection of preliminary holdings data for additional locations identified in the regions, as well as for those repositories possessing extensive collections totalling more than 100 titles.

• Coordinating the filming of "endangered" or badly deteriorated files.

• Recruiting paid or volunteer staff, as needed, to assist the data collectors in the detailed holdings survey.

• Supervising the work of the data collectors in the field; directing the data collectors to repositories in each region; providing workspace for the collection staff at council headquarters.

The preservation plan calls for the assistance of the regional councils in the following areas:

• Assembling data on current and projected local preservation requirements in consultation with local newspaper repositories.

• The setting of priorities for the microfilming of newspapers in each region.

• Assisting local repositories in the collation and preparation of files for filming.

• Contracting with comercial firms and/or private agencies for the microfilming of newspaper files.

• Assisting with the transfer of the files from the local repository to the microfilmer, and with the return or disposal of the original files once the filming has been completed.

IV. LOCAL AGENCIES

Local agencies, such as town libraries, town and county courthouses, local newspaper publishers, historical societies and heritage groups, who may possess newspaper files, have a key role as the agencies most directly concerned with the preservation of and access to newspaper records. Their participation is vital to the success of the programs contemplated in this plan.

The specific responsibilities of local repositories under the plan will be as follows:

• To assist in the preliminary survey, reporting their own holdings, and identifying

other repositories known to them.

- To cooperate with data collectors allowing them access to their newspaper files along with whatever local bibliographic aids exist for their use.
- To assist in the setting of priorities for filming by identifying those files most in need of preservation.
- To collate and prepare newspaper files for filming according to the procedures set forth in the Library of Congress specifications for newspaper microfilming, with technical advice and assistance from the State Library.
- Generally to make their newspaper files available for bibliographic and microfilming purposes, in return for which they may expect to receive copies of the statewide bibliography and positive microfilm copies of their files at no charge.

Local agencies, whether they are holders of newspaper files or not, will benefit from improved access to newspaper files. Therefore it is appropriate such groups and organizations be asked to contribute to the project by seeking out and identifying previously unrecorded newspaper files, and by supplying volunteer assistance (especially in the preparation of newspaper files for filming).

V. OTHER PUBLIC AND PRIVATE AGENCIES

Aside for agencies identified above, there are a number of institutions and groups at all levels who may expect to benefit more or less directly from the implementation of the statewide plan, and whose assistance may be sought at various stages of the project. The following groups and types of support may be enlisted:

- The State Office of Historical and Anthropological Services may be asked to assist in locating and contacting town and county historians and historical societies who may be in possession of newspaper files. OHS will be particularly useful if its proposal to establish a regional network of historians allied to the Reference and Research Library system is carried out.

- Regional and State publishing associations may be contacted to help locate newspaper files held by local publishers, and to encourage the setting up of a program for the systematic filming of current newspapers as they are published.
- Individual historians, genealogists, and the members of historical societies, heritage groups, and the like may be asked, as already noted, to volunteer their assistance in such areas as bibliographic data collection, and the collation and preparation of newspaper files for microfilming.
- Finally, the producers and users of newspapers at all levels, including professional associations and public interest groups, may be asked for their aid in locating funding sources, and generating funds for projects under the plan. The bringing together of as wide a variety of individual and group interests as possible would be particularly useful in demonstrating a broad base of public support for some sort of legislative funding.

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RECOMMENDATIONS FOR IMMEDIATE NEXT STEPS

This plan offers a structured approach to statewide newspaper bibliography and preservation efforts. The plan's development results from a growing general interest in newspaper projects, and a need for statewide coordination. Efforts must now be directed towards involving regional and local agencies in the implefnentation of the plan, and towards the generation of the necessary fiscal support. Immediate action is necessary to build on current efforts and to take full advantage of the funding opportunities brought about by the completion of the NEH guidelines for newspaper projects.

The task force recommends that the following measures be taken towards the implementation of the statewide plan.

1. That a coordinating office be established at the State Library to administer the statewide newspaper bibliography and preservation efforts, and to provide an information clearinghouse for such projects around the State.
2. That an advisory committee be appointed to assist the State Library in the implementation of this plan. It is suggested that the committee consist of representatives of the Reference and Research Library Councils, public libraries, historians, historical societies, newspaper publishers and other interested groups.
3. That a public relations campaign be initiated to alert historians, heritage groups, educators, genealogists, and the general public, to the importance of newspapers as a historical resource, and to the precarious condition of many extant files. Such a campaign will serve to stimulate preservation work at the local level, and will also help to build support for funding efforts.
4. That a vigorous drive be undertaken to locate funding sources and obtain grants in support of preservation and bibliographic efforts. The task force recommends that funding be sought at all levels, from both private and public sources. A special effort should be made to obtain legislative funding. Such an appeal will require the support of a variety of individuals and groups.

5. That the State Library expand its participation in independent local filming projects. New sources of funding should be developed, and the State's technical advisory capacity should be improved and enlarged. The availability of both fiscal and technical aid should be widely publicized.

6. That the present survey, intended to identify repositories, and obtain initial estimates of the number of extant titles and the size of the preservation problem, be followed by a preliminary direct mail survey (as outlined in the plan for bibliographic control); and, that the filming of badly deteriorated files be undertaken as soon as possible.

7. That negotiations be entered into with newspaper publishers and commercial microfilm vendors, concerning the filming of current newspapers for sale on a subscription basis to interested repositories.

8. That a pilot region or regions be selected to test the methodology for completing the preliminary and detailed bibliographic surveys.

9. That the State Library locate a central repository for the archival storage of negative microform masters.

APPENDIX A

The nine 3R's regions in New York State are as follows:

Western New York Library Resources Council - serving Chautauqua, Cattaraugus, Erie, Niagara, Orleans, and Genesee Counties.

Rochester Regional Research Library Council - serving Monroe, Wayne, Wyoming, Livingston and Ontario Counties.

Central New York Library Resources Council - serving Onondaga, Madison, Oneida, and Herkimer Counties.

North Country Reference and Research Resources Council - serving Oswego, Lewis, Jefferson, Lawrence, Franklin, Clinton, and Essex Counties.

Capital District Library Council - serving Hamilton, Warren, Fulton, Saratoga, Washington, Montgomery, Schenectady, Schoharie, Albany, and Rensselaer Counties.

Southeastern New York Library Resources Council - serving Greene, Columbia, Ulster, Dutchess, Sullivan, Orange, Putnam, and Rockland Counties.

New York Metropolitan Reference and Research Library Agency, Inc. - serving Westchester, Bronx, Queens, Kings, and Richmond Counties.

Long Island Library Resources Council, Inc. - serving Nassau and Suffolk Counties.

South Central Research Library Council - serving Allegany, Steuben, Yates, Schuyler, Chemung, Cayuga, Tompkins, Tioga, Cortland, Broome, Chenango, Otsego, Delaware, and Seneca Counties.

REFERENCE AND RESEARCH LIBRARY
RESOURCE SYSTEMS

APPENDIX B

PRELIMINARY HOLDINGS REPORT FOR NEW YORK STATE NEWSPAPERS

Place of Publication: _____	Name and address of institution/individual reporting holdings:
County: _____	_____
Newspaper title: _____	_____
_____	_____
	_____

Inclusive dates of holdings in hard copy:

Inclusive dates of holdings in microform:

Overall condition of files (Check one): (a) Files in reasonably good condition; may be handled without incurring damage: _____.

(b) Files in fragile condition; should be filmed before further handling _____.

A-3

APPENDIX C

NEWSPAPER DATA COLLECTION SHEET USED BY SOUTH CENTRAL "3R'S"

NEWSPAPER DATA SHEETS

NAME OF LIBRARY/INST./INDIV. HOLDING NEWSPAPER _____

_____

I. BIBLIOGRAPHIC INFORMATION

A. Full title of newspaper

_____

_____

_____

_____

_____

County _____

City or Town _____

Date of publication: (Information to be taken from newspaper only)

Beginning date: v.1 no.1 _____

Last Date Published: v___no.___ Date _____

Date

B. Title change during publication: Specify volume number and date of change:

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

C. Issue period [daily (D), weekly (W), semi-weekly (S-W, monthly (M), or other.] _____

_____

D. Political affiliation of newspaper or change in political affiliation if obvious: _____

_____

_____

E. Business address for the newspaper. Indicate dates for change in location: _____

_____

_____

_____

E. (continued)

F. Number and size of pages per issue:

G. Price and circulation where indicated:

H. Names of publishers with dates of ownership: (Consolidate information from date sheet)

I. Names of editors with dates of editorship:

J. Names of printers with dates: _____

_____

_____

_____

_____

_____

II. PHYSICAL CONDITION

A. Are the newspapers bound? _____yes _____no

B. What is the condition of the newspaper? _____

_____

_____

C. How are the newspapers stored? _____

_____

_____

_____

D. Is access to the newspapers restricted? _____yes _____no

If restricted, by whom? _____

_____

E. Name and address of storing institution or individual: _____

_____

_____

_____

F. Name and address of the present owner of the newspaper: _____

_____

_____

_____

_____

G. Will the owner authorize the microfilming of the newspapers?

_____yes _____no

H. Who should be contacted for permission to borrow the newspaper for microfilming?_____

_____

_____

_____

III. MICROFILM DATA

A. Has the newspaper been microfilmed? _____yes _____no

B. Issues filmed. (Indicate dates, volumes, numbers, etc.)_____

_____

_____

_____

_____

C. Is a positive available? _____yes _____no

D. Is a master negative available? _____yes _____no

E. Where is the negative located?_____

_____

_____

F. Where was the microfilming done?_____

_____

_____

_____

_____

_____

Name of Library/Inst./Indiv. holding newspaper: _____

_____

Title of newspaper in full: _____

_____

Place of publication; _____

Year: (Check dates of issue in file)	Vol.	No.	Specify editors, publishers, printers, and dates of ownership. Show changes with dates of change. List special issues.
Jan 1 2 3 4 5 6 7			
8 9 10 11 12 13 14			
15 16 17 18 19 20 21			
22 23 24 25 26 27 28			
29 30 31			
Feb 1 2 3 4			
5 6 7 8 9 10 11			
12 13 14 15 16 17 18			
19 20 21 22 23 24 25			
26 27 28 29			
Mar 1 2 3			
4 5 6 7 8 9 10			
11 12 13 14 15 16 17			
18 19 20 21 22 23 24			
25 26 27 28 29 30 31			
Apr 1 2 3 4 5 6 7			
8 9 10 11 12 13 14			
15 16 17 18 19 20 21			
22 23 24 25 26 27 28			
29 30			
May 1 2 3 4 5			
6 7 8 9 10 11 12			
13 14 15 16 17 18 19			
20 21 22 23 24 25 26			
27 28 29 30 31			
Jun 1 2			
3 4 5 6 7 8 9			
10 11 12 13 14 15 16			
17 18 19 20 21 22 23			
24 25 26 27 28 29 30			
Jul 1 2 3 4 5 6 7			
8 9 10 11 12 13 14			
15 16 17 18 19 20 21			
22 23 24 25 26 27 28			
29 30 31			
Aug 1 2 3 4			
5 6 7 8 9 10 11			
12 13 14 15 16 17 18			
19 20 21 22 23 24 25			
26 27 28 29 30 31			
Sep 1			
2 3 4 5 6 7 8			
9 10 11 12 13 14 15			
16 17 18 19 20 21 22			
23 24 25 26 27 28 29			
30			

Year: (Check dates of issue in file)	Vol.	No.	Specify editors, publishers, printers, and dates of ownership. Show changes with dates of change. List special issues.
Oct 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31			
Nov 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30			
Dec 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31			

APPENDIX D

NEW YORK STATE NEWSPAPER BIBLIOGRAPHY: PRINTED REFERENCE CARD

Place of Publication: _____ County: _____

Newspaper title: _____

Date established (or earliest reported date of issue): _____

Date ceased (or latest reported date of issue): _____

Title changes: _____

_____

Editors and Publishers: _____

Format (size and no. of pages): _____

Address of publication : _____

Source of printed reference: _____

_____

Comments (continue on back of card if necessary):

APPENDIX E

SAMPLE NEWSPAPER CATALOGUING WORKSHEET FROM THE LIBRARY OF CONGRESS

DRAFT A-13

Classified as a collection Call no.: | Classified separately | SERIALS | LAN

ME

FFD

UTI | ENC LVL

TIL | 1. Conf

The Florida times- union | 2. Type Ser | 3. Status | 4.

EDN | Freq | 9. Regularity

DAT | 10. Type Material

Feb. 4, 1883- | 11. Nature Contents

IMP | 12. LANG

Jacksonville [Fla. Pub. Co.] | 15. Date 1

COL‡ | FRQ | 21. Date 2

v. ill. 72 cm. daily. | 22. Country of Pub

SE | 23. Repro Form

OAN | 25. PHYS MEDIUM

Title varies slightly.
Merger of: The Florida daily times and The Daily Florida union.
"Independent". N.W. Ayer & Son's direct., 1976.
Microfilm. New York, Recordak Corp. [1962-] 328 reels. 35 mm.
Microfilm. Winston-Salem, N.C., Mann Film Laboratories [1962-] 52 reels. 35 mm.
Microfilm. Jacksonville, Fla., U.S. Microfilm Service, Inc. [1963-] 96 reels. 35 mm.
Microfilm. Wooster, Ohio, MicroPhoto Div., Bell & Howell [1967-] 503 reels. 35 mm.

DLC Bound Feb. 4-Dec. 30, 1883
DLC Micro Feb. 4, 1883-
Rec Micro Feb. 4, 1883-Aug. 31, 1960
Mann Micro. Sept. 1, 1960-Nov. 30, 1962
USMI Micro Dec. 1, 1962-Nov. 30, 1966
McP Micro. Dec. 1, 1966-

26. Mod Rec | 28. Priority | 31. Maj/mn. | 32. Internal | 33. GOVT | P 20. | 34. GAC

CAL | Class | Date | Cutter | Other

COP | DDC‡b | CRD

Library of Congress | MARC-S

LC 8-691 (rev 10/74)

B-10